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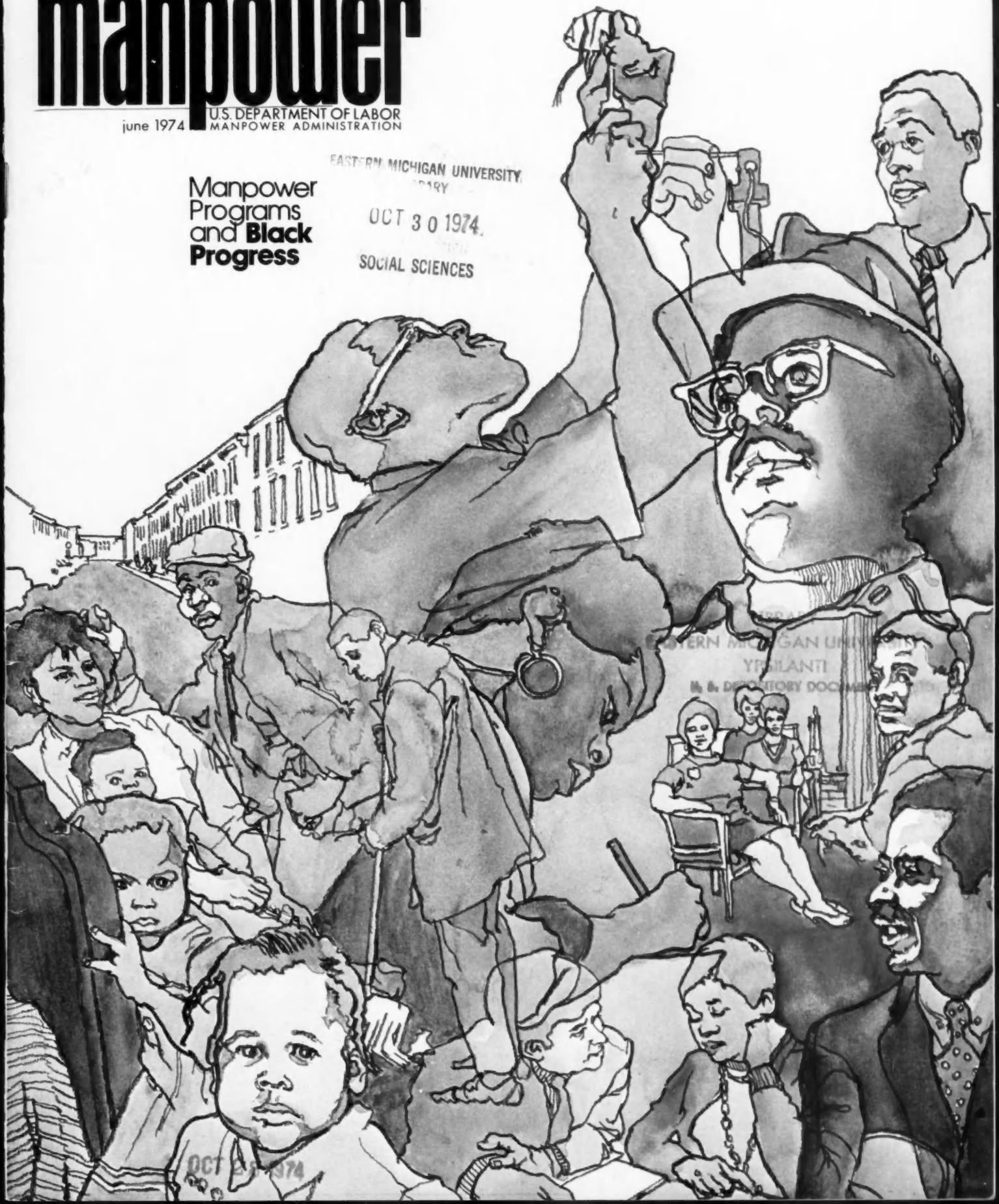
Manpower Programs and **Black Progress**



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Applying the Earnings Yardstick

Do manpower programs work?

Many measurements can be used to seek an answer to that question, but surely one of the best is the impact that job training and placement efforts have on people's earnings. Under a Ford Foundation grant, Sar Levitan, William Johnston, and Robert Taggart have made such an assessment of black participants in manpower programs. In so doing, they dealt with a group that has been a prime target of manpower programs. The secondary position that black workers so often occupy in the labor market has been amply catalogued, and blacks constitute a larger proportion of manpower program participants than they do of either the total population of the Nation or of those people classified as disadvantaged.

Not surprisingly, Levitan, Johnston, and Taggart came up with mixed results when they examined the benefits to black participants on a program-by-program basis. The magnitude and longevity of improvements in earnings and employment varied considerably. Overall, however, there was solid evidence of higher wages and lower unemployment, and these gains were "significant" for at least a minority of participants.

The researchers also cite some indirect benefits, among them the fact that blacks gained administrative control over certain manpower programs, which enabled them to exert some influence over institutions, and the support manpower programs have given to the development of community-based organizations.

As they point out in an article beginning on page 2, Levitan, Johnston, and Taggart see a clear and demonstrable relationship between *Manpower Programs and Black Progress*. But they caution that the battle for equity in human resource development has merely been joined, not won.

Ellis Rottman

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Peter J. Brennan
Secretary of Labor

William H. Kolberg
Assistant Secretary for Manpower

Ellis Rottman, *editor*
Emil Michael Aun, *associate editor*
Patricia Marshall, *assistant editor*
Timothy Larkin, *contributing editor*
Richard Mathews, *art director*
Ann Meekins, *associate art director*

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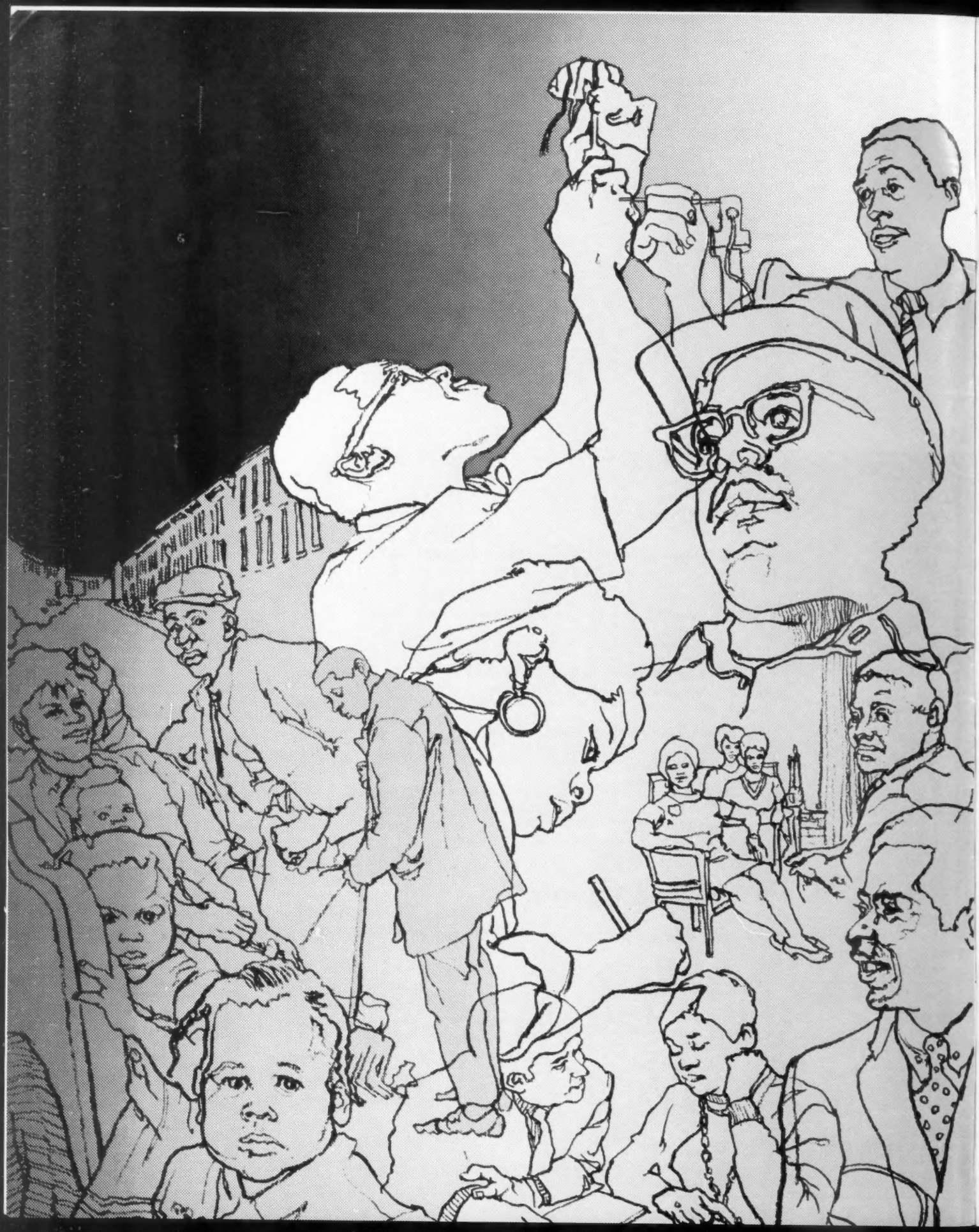


Manpower Programs and **Black Progress**

by Sar Levitan, William Johnston, and Robert Taggart

Substantial Positive Impact Seen Despite Shortcomings of Individual Efforts

Public and private investments in education and training have risen more rapidly than any other major outlay—from $9 billion in 1950 to $25 billion in 1960 and $86 billion in 1972. Blacks historically have been denied their full share of these investments, both because their lower incomes would not allow equal personal expenditures for education, and because public policy usually slighted their needs. During the 1960's, however, with Federal compensatory education and vocational training programs playing a key role, some progress was made toward equalizing investments in black education and training.

For those who have failed in or been failed by the schools, remedial education and training programs offer a second chance. Outlays for these jumped from $235 million in 1961, largely expended for vocational rehabilitation, employment services, and aid to veterans, to $4.8 billion for these and dozens of other national programs in fiscal year 1974 (see chart 1). Their common goal was to help workers to compete effectively in the labor market by providing them with such diverse services as counseling and testing, on-the-job and institutional training, work experience, remedial education, sheltered employment, job creation, and placement.

Even when allowance is made for their overrepresentation among the disadvantaged, blacks have received a disproportionate share of aid under these federally assisted manpower programs. Of 1.5 million new participants in the major programs (assuming no double counting) in fiscal year 1973, 604,000 or 41 percent were black (see chart 2). Reflecting their critical teenage unemployment, the concentration of blacks was greatest in youth-oriented programs, but even excluding these, blacks represented more than a third of all new enrollees in fiscal 1973. This total is more than the proportion of blacks with employment problems. Blacks accounted for about a fifth of the unemployed in 1973, about 22 percent of those with inadequate employment and earnings, and about 16 percent of labor force participants with less than a high school education. Judged by these benchmarks, it is apparent that manpower assistance has been oriented toward overcoming racial as well as economic disadvantages.

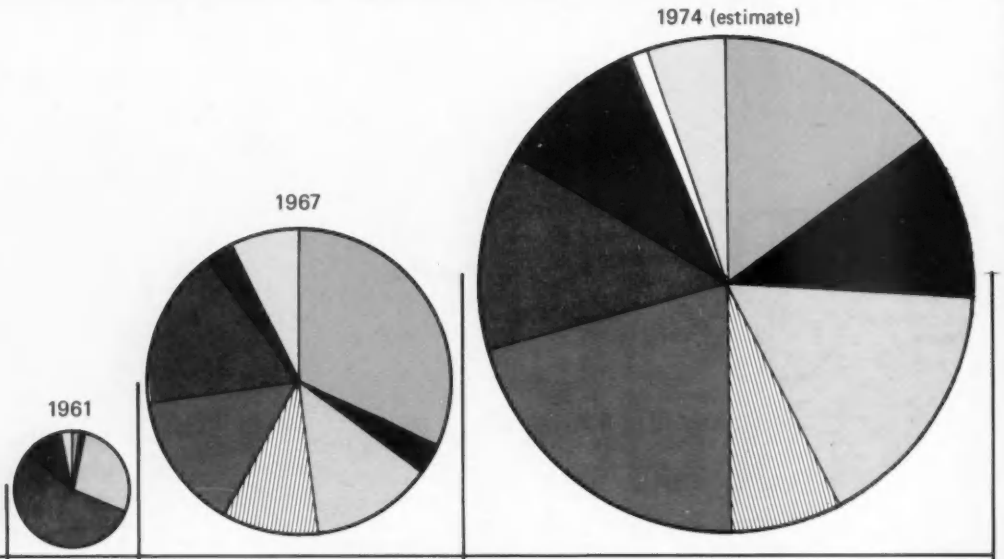
The Neighborhood Youth Corps (NYC) has served more blacks than any other manpower program. The in-school and summer segments of NYC, which had 266,000 black new enrollees in fiscal 1973, were designed to offer part-time jobs for students to give them useful work experience and a source of income that might help them stay in or return to school. In practice, however, summer NYC has been expanded each year largely as a means of keeping youth off the streets. Training never developed as an important component and the ability to provide useful work experience was hampered by the short term of employment. In both the in-school and summer segments, youth worked as recreation aides, clerks, maintenance personnel, and at other low-skill jobs requiring little supervision or overhead.

Nevertheless, there is evidence of some positive longer run effects. A followup of NYC participants—black and

Sar Levitan is director of the George Washington University's Center for Manpower Policy Studies; William Johnston is a research associate at the Center; Robert Taggart is executive director of the National Manpower Policy Task Force. This article is based on their forthcoming book, STILL A DREAM: THE CHANGING STATUS OF BLACKS FROM 1960 TO 1973, to be published by Harvard University Press. Preparation of the book was supported by a grant from the Ford Foundation.

Chart 1

Federal Outlays for Manpower Programs--Fiscal Years 1961, 1967, 1974 (millions)

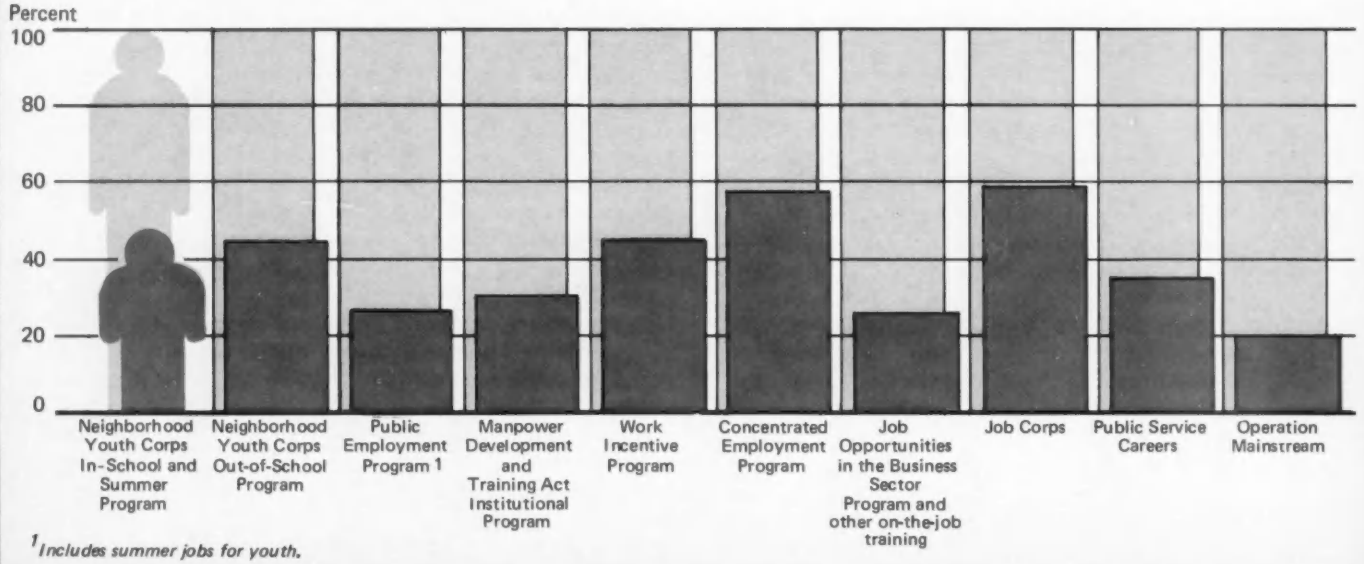


	1961	1967	1974 (estimate)
TOTAL	$235	$1,775	$4,808
Institutional Training	4	573	728
On-the-Job Training	2	55	512
Vocational Rehabilitation	66	234	803
In-School Work Support	---	183	357
Post-School Work Support	---	262	1,011
Job Placement and Antidiscrimination	129	297	617
Employment-Related Child Care	26	53	501
Other Supportive Services	---	---	59
Administration	8	118	220

Chart 2

Black Participants in Federal Manpower Programs--Fiscal Year 1973

Blacks as a Percent of All New Participants



[1] *Includes summer jobs for youth.*

white—found that they earned an average of $831 more during the 18-month followup period than a carefully selected control group. For blacks, the differences were greater, $1,182 for males and $1,217 for females, mostly the result of more steady employment. These income gains were statistically significant and outweighed the costs of the program. Also, the probability of black youth completing high school was increased, while for whites it remained unchanged.

Whether or not black participants benefit in the longer run, they are certainly better off in the short run. In August 1972, there were an estimated 418,000 nonwhite youth working in NYC. In the same month, 304,000 nonwhites 16 to 19 years old were unemployed out of a total of 1.2 million such youth who were considered part of the labor force. It is difficult to guess what would have occurred in the absence of NYC, but if all participants had been unemployed, the nonwhite teenage unemployment rate would have been increased from 26 to 62 percent. More conservatively, if participants had the same employment status as all nonwhite youth in August 1972—the unemployment rate would have still been raised by a fifth. The NYC obviously has been very important in mitigating the summer job crisis for black youth.

Alternative to Street Life Provided

The out-of-school segment of NYC and the Job Corps have worked with more disadvantaged youth, and have been far more costly than summer and in-school NYC. In the Job Corps, where three-fifths of 1973 enrollees were black, 9 of every 10 had less than a high school education, and 7 of 10 were from families with less than $4,000 annual income. In the NYC out-of-school program which was two-fifths black, almost all participants were dropouts and from poor families.

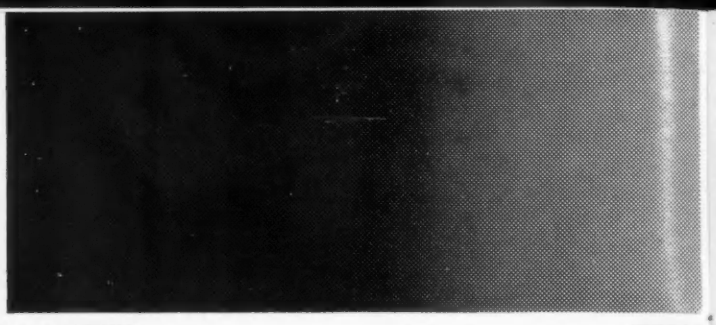
There has been limited success in helping these youth. A followup of youth who left the Job Corps in 1966 found that whites employed 18 months later were earning an average of 75 cents an hour more than they were before entering Job Corps and blacks were making 62 cents more. A followup study of NYC out-of-school participants in Indiana—three-fourths of whom were nonwhite—found that over a 2-year period they earned an average of only $136 more than youth in a control group, a statistically insignificant difference. Even if there is no positive lasting impact, however, these programs do provide an alternative to unemployment and street life.

There are a number of programs which provide primarily adult clienteles with training and other preemployment assistance. Institutional or classroom training under the Manpower Development and Training Act (MDTA) dates back to 1962 and is "remedial" in its orientation, providing vocational training, basic education where needed, and a living allowance or stipend. MDTA initially was intended for the technologically displaced, but was altered to stress the needs of those with socioeconomic handicaps. From fiscal 1963 to 1968, the black share of participants rose from 21 to 45 percent.

Blacks have had mixed success under MDTA. A 1970–71 survey of blacks who left institutional training programs in 1969 revealed that those with at least one job in the interim earned an average of $1,438 more than they did before training, compared with a $1,678 gain for whites. A more detailed study of MDTA enrollees in Michigan also found that white participants gained more than black ones; but benefits to the taxpayers were greater in the case of blacks because welfare and similar payments were reduced by more. The most extensive study yet done, a 5-year followup of 57,000 people who were enrolled in institutional programs in 1964 indicated that black women gained more than any other group, while black men experienced smaller but still positive increases which tended to decline over time.

The Work Incentive (WIN) Program, initiated in 1967, offers basic education, vocational training, child care, counseling, placement services, and some subsidized jobs to persons receiving benefits under the Aid to Families with Dependent Children (AFDC) Program. As a work incentive, participants are able to keep the first $30 of monthly earnings plus one-third of the remainder without any reduction in welfare payments. In 1972, to stimulate job placement of WIN participants, funds were allocated for job creation and tax incentives were provided for private employers to cover the costs of hiring and training recipients. Mandatory work requirements were legislated for certain employable welfare recipients and administrative changes placed emphasis on placement rather than training.

WIN has never lived up to the expectations that it would significantly reduce the welfare caseload. In June 1973, 180,000 people participated in WIN, of whom 53,820 were placed in jobs. However, WIN apparently did little to upgrade enrollees, and even those who were placed in jobs left the program with the same meager skills with which they started. WIN has provided, therefore, no sure exit



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from poverty. According to Department of Labor estimates, no more than one-third of WIN participants will remain employed and be able to leave the welfare rolls; another third will continue working and their grants will be reduced.

Evidently, it will be difficult to reduce welfare caseloads by opening employment alternatives. To create attractive work incentives, the income which can be earned while still receiving benefits must be increased, which increases the number of people eligible for welfare. Work requirements are difficult to enforce and must be supported by job creation and other services such as child care, which may cost more than welfare itself. Reducing or failing to raise the level of welfare benefits to force welfare recipients to take jobs may be harmful to those who cannot work.

Another preemployment effort that has served a large black clientele is the Concentrated Employment Program (CEP), initiated in 1967 as a comprehensive attack on the manpower problems of central city ghettos and economically depressed rural areas. Funds were to be channeled through locally controlled groups which could then purchase or provide a complete range of manpower services to clients. For the most part community action agencies created under the Economic Opportunity Act were named as prime sponsors for these efforts.

CEP Resources Were Spread Thinly

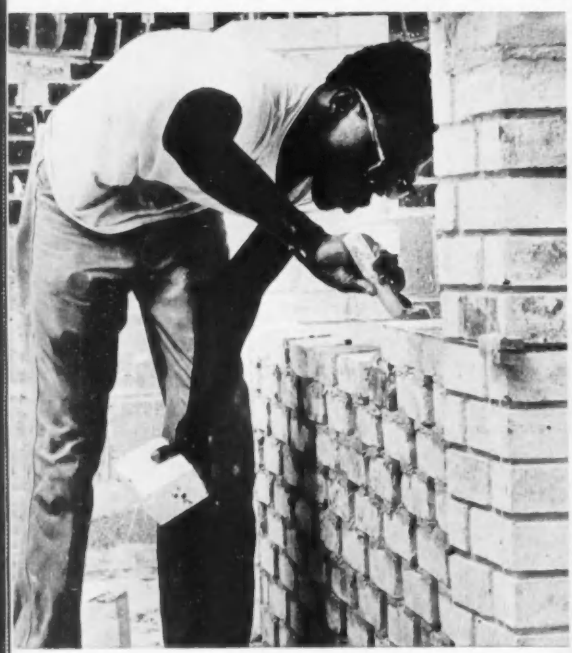
CEP staffs sometimes were highly competitive with, or even antagonistic towards, the local State employment service. Efforts frequently duplicated services already in existence, administration sometimes was lax, and with CEP's established in 68 cities and 14 rural areas, resources were spread thinly rather than concentrated. The result was simply another categorical multipurpose program rather than a comprehensive system, with the significant difference that it was largely operated by community groups.

A number of blacks were employed within the CEP's, and the focus was on the disadvantaged minorities. Very soon, however, autonomy was curtailed. In 1969, the Labor Department required CEP sponsors to contract with the local employment service to handle recruiting, screening, placement, and other services. Though the casual connection is not clearcut, the proportion of nonwhites served by CEP's nationally fell from 81 percent in fiscal 1968 to 58 percent in fiscal 1973.

While most manpower programs have been initiated by the Federal Government, the Opportunities Industrialization Center (OIC) program is a black-initiated and black-run effort. Founded in Philadelphia by Reverend Leon Sullivan and his Zion Baptist Church, OIC is a self-help, skill training program. Stress is placed on developing and supporting positive work attitudes, with intensive group and individual counseling. The result has been to attract the most achievement-oriented of the disadvantaged, who in turn are relatively easy to train and place.

Based on its success, OIC was expanded to over 100 cities with Federal support funneled through a national OIC office in Philadelphia. In early 1972, the Department of Labor estimated that over 50,000 blacks or other minority group members had been placed by OIC's at a cost of only $1,000 each, making this perhaps the most "cost-effective" of all Federal manpower programs. It is not known to what extent the low unit cost was achieved by careful selection of the most qualified clients.

Despite these high marks, OIC's no longer will be funded through a grant to the black-run national center. Under the new Comprehensive Employment and Training Act (CETA), local elected officials will have the option of continuing OIC support out of manpower revenue sharing funds. In some cities, OIC's are well established and will not be threatened. In others, however, little leverage has been achieved because they have operated outside the local funding system, and there is a good chance that operations



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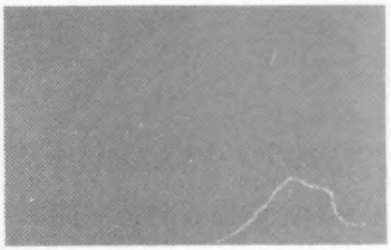
will be curtailed. At any rate, power will be shifted to State and local officials and out of the hands of blacks, and the special attributes of the program with its stress on black identity and pride may be deemphasized.

One of the weaknesses of preemployment assistance is that jobs may not be available when participants complete their training. A more effective approach in some situations is to provide training and other services on the job, combining earning and learning.

In 1968, a new partnership program was launched—Job Opportunities in the Business Sector (JOBS)—under which businesses would provide jobs for the disadvantaged with the Government subsidizing the extra hiring and training costs. Though JOBS was not intended as a "black" program, it began that way, with blacks accounting for three-fourths of all those hired in the first 2 years.

There is doubt about both the quality of training and the extent of new opportunities that have been opened under



the program. A study done fairly early in the program by the General Accounting Office revealed that most of the subsidized jobs were low-skilled, "dead end" positions, little better than the participants could have gotten on their own without help. The Federal subsidies—which averaged around $2,500 per slot—were sometimes unrealistic, with "reimbursements" for training costing up to $3,600 for janitors and $3,900 for laborers. Overall, the training was usually informal and sometimes nonexistent.

There may have been, however, a substantial "spill-over" effect as employers changed their general hiring requirements as a result of jawboning by the National Alliance of Businessmen, which coordinated the program. Though statistics are not very dependable, it is estimated that the number of jobs "pledged" by employers who said they would hire the disadvantaged but did not want Federal training subsidies exceeded subsidized jobs by a factor of 3 or 4 to 1, and the characteristics of the persons hired under these two segments were surprisingly similar.

With the recession in the early 1970's, however, voluntary efforts quickly evaporated, and subsidized positions also declined substantially. In October 1970, the subsidized part of the program reached its peak with 43,000 people working. By May 1973, the number was down to 13,600. A related effort, the JOBS Optional (JOP) Program, was initiated in October 1971 and offered a smaller subsidy with fewer restrictions on employers; the number of participants in this program fell from 13,800 in its first year to 11,200 in May 1973.

There is some indirect evidence that black participants suffered most from these cutbacks. Some of the 30,000 decline in JOBS employment was due to participants "graduating" into regular jobs not covered by the program but layoffs and quits were the major factor. The proportion of blacks among JOBS participants fell from 74 percent in fiscal 1970 to 41 percent in 1973, suggesting that blacks were more likely to get the pink slips.

To combat high and rising unemployment in the early 1970's, the Emergency Employment Act of 1971 created the Public Employment Program (PEP) providing Federal funding at the State and local level for a peak of over 180,000 jobs. These were to be transitional opportunities for the unemployed and underemployed, combining work experience, training, job restructuring, and civil service reform to assure permanent jobs for the majority of participants.

An estimated 75,000 blacks were hired under the program, 94 percent of whom were unemployed. Though their wages were comparable to those of whites, blacks more frequently had jobs in public works and social service. Of blacks who left the program, 27 percent moved into permanent jobs in the public sector and another 10 percent were placed in the private sector. Overall, blacks tended to find permanent employment as frequently as whites and to experience about the same wage changes.

In 1973, the Administration recommended termination of

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PEP on the grounds that the program's high cost was not justified during a period of declining unemployment and strong inflationary pressures. The phaseout decision may have been premature in light of the program's popularity and effectiveness.

PEP demonstrated that productive rather than "make-work" jobs could be created at the State and local levels to deliver useful services and to employ those who would otherwise be out of work. Blacks were employed as successfully as whites. If a 4.5 percent unemployment rate is considered the cutoff point when job creation is no longer required, there is a long way to go before blacks reach this level. It should be noted that the recently enacted Comprehensive Employment and Training Act includes a renewed public employment program for areas with high unemployment.

Black Share of Programs Declined

In general, manpower programs were a boon to blacks in the late 1960's, with clear shortrun and possible longrun benefits. While these programs continued to expand through fiscal 1973, several changes occurred which threatened to reduce the impact for blacks:

The growth of manpower outlays apparently ended in 1973. The estimated fiscal 1974 budget represented a 3 percent cutback of $144 million from the previous year and the proposed budget for 1975 remains unchanged from the preceding year despite an 8.8 percent rise in prices during 1973. Though Congress did not accept all these proposed cuts, manpower funding received a setback in 1973.

The black share in most manpower programs declined noticeably in the 1970's, as priority was placed on employing other minorities and veterans, and as more whites were put out of work by the recession. It is doubtful that blacks will ever regain their previous share.

As noted, passage of the Comprehensive Employment and Training Act threatens many of the programs of special interest to blacks. The two major programs in which the black share continued to rise in the 1970's were the Job Corps and the Neighborhood Youth Corps (NYC) summer program. Under the new legislation, NYC would be placed at the mercies of State and local governments and the Job Corps would be further curtailed.

Neither compensatory education nor training were explicitly designed to compensate for racial inequalities. But since blacks accounted for a large share of the Nation's underdeveloped human resources they benefited disproportionately. Some of the compensatory efforts, such as the Job Corps, and the Concentrated Employment Program, have served mostly black clienteles. Others, though not serving blacks primarily, have been important simply because black needs were greatest and the programs were of substantial size.

The critical issue is not the extent of the investment, but the level of payoff. Manpower programs have been created almost exclusively by the Federal Government and their impacts on blacks have been substantial. Whatever the success or shortcomings of individual efforts, the overall weight of evidence is that manpower programs have improved wages for blacks and reduced unemployment somewhat, providing significant gains for at least a minority of participants.

There also have been indirect benefits: The stipends paid under most of these programs have been as important in supporting individuals as an equal amount of dollars provided through welfare or unemployment compensation. Additionally, some programs such as the Opportunities Industrialization Centers and the Concentrated Employment Program placed administrative control in the hands of blacks and thus gave them some power over institutions. Manpower programs have been and still are a major prop for community-based organizations.

Human Resources Remain Untapped

There is no doubt that the rapid expansion of the manpower programs and the large share of services going to blacks made a significant contribution to their welfare. By the same token, the proposed budget cutbacks or at least slowing growth in manpower programs in the mid-1970's, as well as the reorganization which is likely to reduce further the already declining black share of resources, will have negative consequences.

Clearly, neither compensatory education nor vocational training has even begun to develop much of the untapped human resources of blacks. Yet, the programs cannot be declared failures because they have not redressed the imbalances between the education and employability of blacks and whites. Many programs have succeeded, and others have had their greatest impacts on blacks, even if they have achieved less than had been hoped. If national evaluations reveal that the problems have not been solved, these findings reflect more the enormity of the task of equalizing human resource development than failures of design or implementation of Federal programs. □

Foreign Apprenticeship Practices: Ripe for Import?

Study Finds Three Recent Changes of Special Interest to U.S. Planners

"An apprentice in the machine shops of 1883 faced a situation not wholly unlike that of the craft guilds of the Middle Ages," says Fred H. Colvin in his book, 60 YEARS WITH MEN AND MACHINES. "In many cases the boy's parents had to reimburse the shopowner for teaching him the secrets of the trade."

As for the Philadelphia machine shop in which Colvin himself worked: "A revolutionary new system was in effect—the shopowner actually paid the apprentice wages. He was careful, of course, not to turn the apprentice's head with money. In my own case, I began at the rate of 5 cents an hour."

Today in some of the Nation's major urban centers it is possible for an apprentice to earn $40,000 during a 4-year indenture.

Perhaps this great jump in labor costs is why some employers, who normally resist government intrusion in their affairs, now would welcome Federal help in meeting the costs of apprenticeship.

Evidence that such sentiment exists is available from a survey of Chicago employers and union locals. Results of the survey are reported in *Improving Apprenticeship: A Pilot Study of Employer and Union Reactions to Foreign Training Practices.*[1] The study was prepared for the Department of Labor's Manpower Administration by the University of Chicago Graduate School of Business.

[1] *Improving Apprenticeship: A Pilot Study of Employer and Union Reactions to Foreign Training Practices* is available from the National Technical Information Service, 5285 Port Royal Rd., Springfield, Va. 22151 for $4.25 for a paper copy and $1.45 for microfiche (specify accession number PB 222830). Please enclose payment with order.

It describes recent reforms in apprenticeship in Britain, France, Germany, Italy, Switzerland, Canada, Australia, and the Scandinavian countries, and finds three changes of special interest to American manpower planners:

- National governments—through legislation—have increased their control over apprenticeship and other types of vocational training.
- Employers now get help in meeting the costs of training and related instruction.
- Training-by-stages rather than in one continuous program is winning acceptance. Training-by-stages would permit apprentices who couldn't go the full distance to journeyman status to receive credit for what they have been

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able to master and let them function as semiskilled tradesmen. At a later date, they could pick up training where they left off, and try to become journeymen.

To sound out employer sentiment, a representative sample of nearly 1,100 firms in the Chicago area was selected across six industry groups—manufacturing, construction, transportation, communications, utilities, and repair services. A second sample of nearly 200 firms was selected from the files of the local office of the Bureau of Apprenticeship and Training; these were firms that were either then participating in registered apprenticeship programs or had participated within the last few years.

All 1,300 firms were sent pretested mail questionnaires designed to elicit information on the characteristics of the company and its apprenticeship programs and to get employer reactions to 10 possible governmental policies fashioned from the experience of foreign nations that were aimed at changing apprenticeship training.

Some 372 firms replied. Of these, 109 were program promoters (firms with at least the same number of apprenticeship programs in 1972 as in 1967), 82 were program abandoners (those who reduced the number of apprenticeship programs during 1967–72) and 181 program averters (those who had no apprenticeship programs in either 1967 or 1972).

Union locals were not formally surveyed. Researchers elicited their reactions by interviewing officials representing 15 unions, most of them in the building trades. This sample is not representative of all unions, of course, but the interviews do give some indication of how craft unions would react to the proposed changes.

Attitudes Reflect Costs

Employers generally gave the highest degree of support to proposals that offer the "greatest net economic inducement" to expanded apprenticeship and "innovations that would leave unaffected the character of training and personnel practices within the firm." Thus the most popular reform was improved high school vocational education, "since greater preemployment preparation reduces training costs for the employer" and would require little or no change in the firms' personnel practices.

Some 56 percent of program promoters said they would increase the number of apprentices they currently train if vocational education in high school were sharpened to the point that new apprentices have the equivalent of second year skills before joining the firm. (This finding dovetails with another part of the survey which showed that of employers operating apprenticeship programs, 61 percent complained that apprentices were paid more than they were worth during their first 2 years, and 72 percent said their programs couldn't attract well-qualified applicants.)

Two other proposals which would, like better vocational education, reduce training time, were not nearly so popular. Only 31 percent of program promoters approved of training-by-stages and a similar percentage favored establishment of government-operated skill training centers. The report attributes reduced employer enthusiasm to the fact that these two reforms "imply collateral changes in the organization of training."

Similarly, only 21 percent said they would increase the number of apprentices in their shops if the Government

showed them how to shorten training programs by introducing new teaching methods. Six percent said that such a reform would induce them to decrease the number of trainees. And while 24 to 31 percent approved one or more of four different plans to subsidize apprentices' wages, only 16 percent approved a proposal that would encourage employers to join together and share the cost of training apprentices.

"Generally," the report notes, "employers favored laissez-faire benevolence by Government."

'Guarded Optimism'

As for the construction unions, their attitude toward improving apprenticeship programs was one of "guarded optimism," the report says. But they wanted reforms to be kept within bounds. "Changes in referral systems, improvements in training facilities, or modernization of curricula, all constituting minor changes in the character of apprenticeship, were readily accepted as being feasible," according to the report. "Fundamental shifts in the nature of program financing or organization were seen as unnecessary by most and by some as a disguised attack on

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trade unionism." Opposition to major innovations, the report points out, was greatest among craft unions.

These unions felt that Federal subsidy of apprentice wages was undesirable because it would require "overt participation of Government in the operation of apprenticeship" and it might lead to loss by the unions of "their traditional role as securers of wage gains for apprentices and other union members."

The construction unions also were opposed generally to changes in the financing of apprenticeship. They felt they already had an adequate system of financing through training funds established under labor-management agreements. But opposition was not unanimous. Some of the unions showed interest at least in exploring a national apprenticeship levy on firms that would "complement existing practices" and "encourage employer participation in apprenticeship."

The unions that were consulted were enthusiastic about the idea of improving the vocational preparation of youth before apprenticeship entry. They liked the idea of upgrading vocational education in high school. And, despite their general opposition to Federal intervention, they found "quite interesting" the proposal that the Government operate skills training centers in which apprentices are given 1 year of general vocational education before joining their employers on a full-time basis. The unions want, so far as possible, to control such centers.

Training-by-stages ran into a wall of opposition. The construction unions were against anything that would "alter the traditional goals of training all-round journeymen," according to the report. Training-by-stages could, in many cases, encourage employers to substitute semiskilled for skilled labor, the unions said.

Recommendations Listed

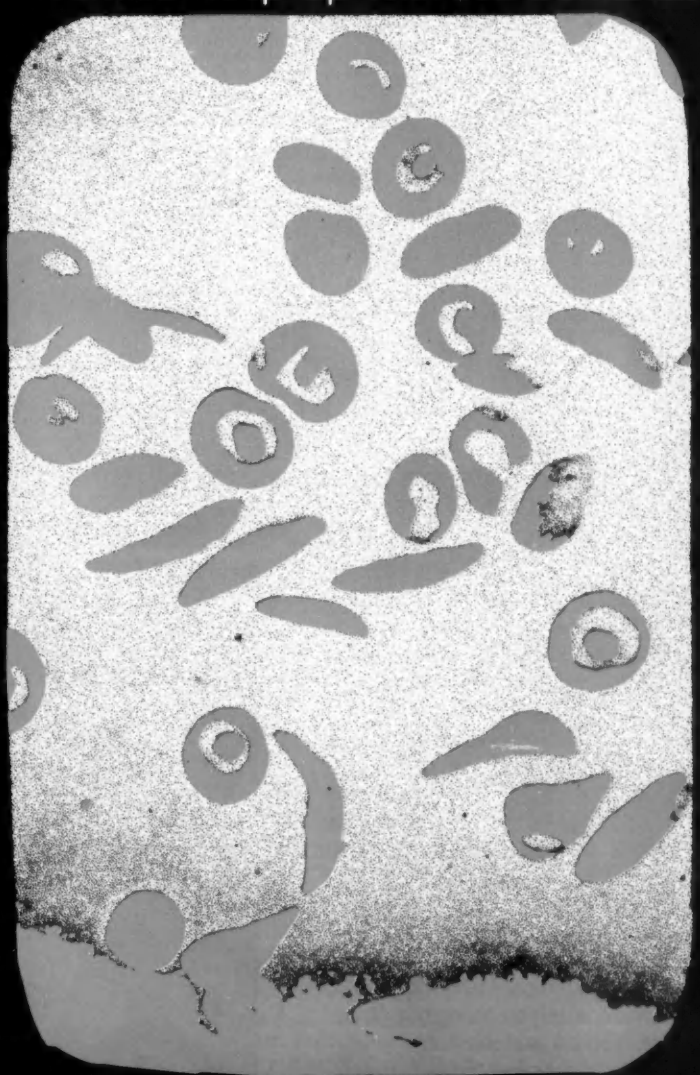
Union suspicion of Federal involvement "contrasts sharply with the experience of some nations, which saw the trade union movement lead the battle for greater government involvement in apprenticeship," according to the report. "It seems reasonable to conclude . . . that unions will be a conservative influence in the selection of feasible innovations, favoring (particularly in the building trades) minor modifications which would operate within the existing structure of apprenticeship training."

The study concludes that only the Federal Government has the power and resources to bring about changes in apprenticeship modeled after changes abroad. It offers three recommendations:

- Priority should be given to a demonstration project subsidizing apprentice wages. The project would be confined to manufacturing employers, since the building trades unions don't want any part of such a scheme. The subsidies would be given directly to the employers, a program that could be carried out quickly, since it closely resembles present on-the-job training programs.
- Establish a skilled trades training center for the building trades in Chicago. Financing and control would have to be negotiated between the unions, employers, and the Government.
- The Manpower Administration, along with other agencies of Government, should establish a national technical assistance and research program comparable to the consulting agencies developed in Britain and Germany. □

Boning Up in the Medical Laboratory

Self-Study Tapes and Slides Help Workers Keep Up With Job Demands



- Matching types of blood for an emergency transfusion to save a life.
- Freezing, slicing, and determining the state of a patient's tissue while surgeons in an operating room wait for results.
- Testing body fluids for routine medical checkups.
- Classifying microscopic cellular samples for a research project.

These are only a few of the tasks that some 150,000 laboratory workers perform daily in 14,000 U.S. hospitals, clinics, doctors' offices, and research centers. It takes 1 to 4 years of education and on-the-job training to acquire the knowledge and skills needed for medical laboratory jobs. But once trained, the laboratory worker finds that his education is not complete. He must keep up with new developments such as nuclear medicine, computerized data systems, and other complex procedures that are coming into general use in the rapidly advancing field of laboratory science.

To fill a long-standing need for a comprehensive body of instruction for laboratory training and retraining programs, the Manpower Administration contracted with the National Committee for Careers in the Medical Laboratory (NCCML), which is sponsored by the American Society of Clinical Pathologists and the College of American Pathologists, for the production of audiovisual materials to help medical laboratory technologists keep up with changes in their specialities.

The result is 72 tape recorded lectures, accompanied by printed texts, and more than 600 companion slides packaged in four volumes under the title, "Listen, Look, and

Slides from the "Listen, Look, and Learn" medical laboratory technician training package are selected for a hematology class lecture at Montgomery College, Takoma Park, Md., by Frances O. Pelton (left), program educational coordinator, and Marcella Welch, class instructor. About 80 students at Montgomery College have used the series, either in the classroom or the learning lab.

Medical Laboratory

Learn." Some 60 clinical scientists shaped the content of these materials, which cover theory and procedure in almost all major areas of laboratory practice.

The greatest need for these materials is among lab workers in rural hospitals, according to Betts Kenworthy, NCCML project coordinator.

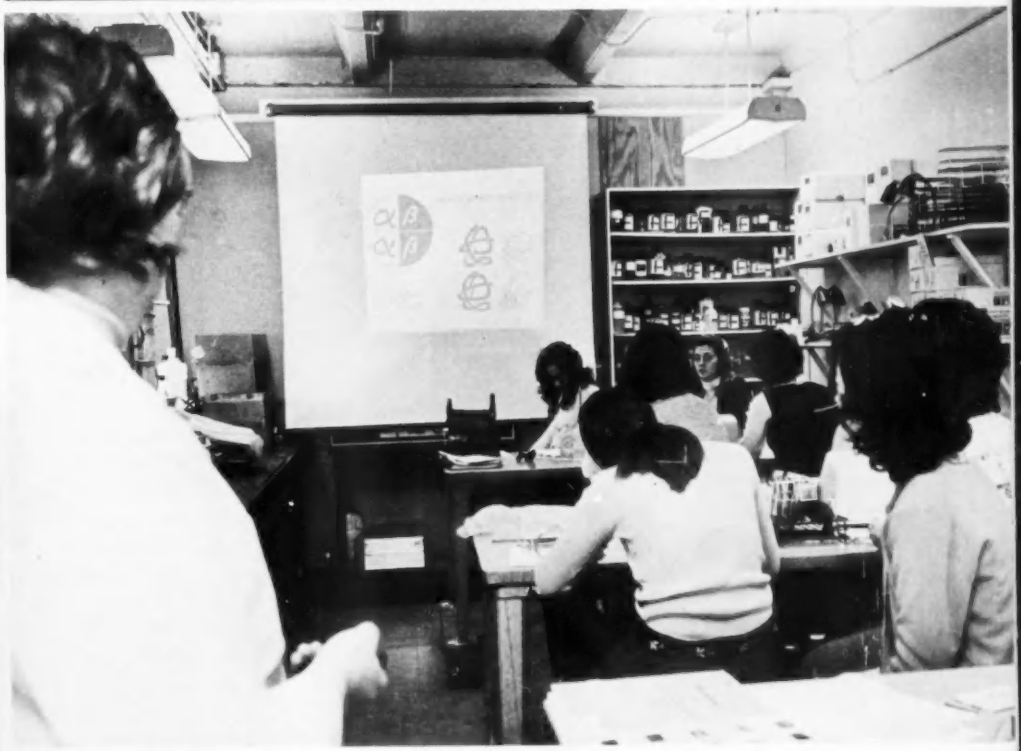
"Often these workers can't be spared to attend area or statewide training sessions which would keep them abreast of new developments in their fields," she says. "What's more, people in the West may have to go great distances to get to such meetings, which can make the training costly as well as inconvenient."

After NCCML began marketing the training series, other uses for the materials turned up. A survey of purchasers showed that some sets are being used as supplements to regular classroom instruction in laboratory technologies. A few teaching institutions reported placing the materials in their audiovisual centers where interns and residents as well as laboratory workers were using them.

NCCML reports that five Indian Health Service hospitals on reservations in Arizona are using the audiovisual materials in a continuing education program for their lab workers. These technicians take proficiency examinations, also developed by NCCML under Manpower Administration contract, to determine their skill levels. Then they build their laboratory competencies with guided instruction and self-study use of the tape and slide sets.

The Colorado Association for Continuing Medical Laboratory Education, a private nonprofit group of pathologists and medical technologists, hopes to team the

Using slide projection and tape recording equipment in the Montgomery College learning lab, Lisa Kolosky takes a lesson in clinical chemistry. She also has available a printed copy of the lecture.



Mrs. Welch conducts a slide-illustrated class lecture on the structure of a hemoglobin molecule.

A student examines a slide as Mrs. Welch explains electrophoresis, a method of blood analysis.

Medical Laboratory

'Several lecturers, including the person who covers sickle cell disease, relied largely on slides to develop their subject matter.'

proficiency examinations with audiovisual training for rural hospital personnel in that State. According to Association plans, circuit riding technologists will go from hospital to hospital to develop and supervise individual training programs.

Mrs. Kenworthy says that the idea for the audiovisual materials grew out of an earlier NCCML project. This effort, also funded by the Manpower Administration, began as a result of serious shortages of laboratory personnel. It sought to bring retired medical technologists back into the field. Tremendous changes in clinical laboratory practice meant that they had to be retrained. NCCML put together a large number of lecture outlines, then decided to tape them to save instructors' time and to make self-study possible. The demand for these materials pointed to the need for more comprehensive instruction.

To develop its audiovisual materials, NCCML obtained a 3-year Manpower Administration contract of $145,000. University departmental chairmen of pathology and medical technology programs headed the project. In addition, chairmen were appointed for each subject area to determine instructional content and select the persons to tape lectures and to put together slide sequences. Then all of the materials were reviewed by other leading professionals in each field.

Each of the 62 lecturers taped his own talk and, as the tapes unwind, listeners hear different voices and accents. This is an unusual feature for such a large body of instruction, Mrs. Kenworthy says. The project's professional advisory committee decided on this kind of presentation to give the series some of the flavor of regular classroom instruction.

The speakers also used various teaching techniques. The two persons who teach nitrogen metabolism in the field of clinical chemistry used the dialogue approach. To explain thyroid function tests, another instructor adopted programed learning techniques. He asked questions, then let the tape run silently for a few moments to give listeners an opportunity to shape their own answers before he supplied the correct response. Several lecturers, including the person who covers sickle cell disease, relied largely on slides to develop their subject matter.

The complete set of audiovisual materials sells at the nonprofit cost of $285. Individual volumes also may be purchased: Volume I (blood banking, serology, and urinalysis) costs $80; Volume II (clinical chemistry), $90; Volume III (coagulation and hematology), $120; and Volume IV (microbiology), $60. Booklets containing the texts of all lectures, diagrams, and references sell for $12. These materials can be obtained from the National Committee for Careers in the Medical Laboratory, 9650 Rockville Pike, Bethesda, Md. 20014.

Under its contract with the Manpower Administration, NCCML placed two copies of each set of materials—one on 5-inch reels, and one in cassette form—in a repository for each State. Generally, the sets were given to medical technology schools, medical schools, and schools of allied health professions, and some are available on a loan basis. For further information on State repositories, contact NCCML. □

News & Notes

A major study of the implementation, impact, and effectiveness of manpower revenue sharing under the recently enacted Comprehensive Employment and Training Act (CETA) will be carried out by the National Research Council. The study, which is being supported by a $435,000 grant from the Ford Foundation, will examine the new method of funding manpower programs and "its implications both for the programs themselves and for special revenue sharing as governmental reform." Philip J. Rutledge, director of the Office of Policy Analysis of the National League of Cities and U.S. Conference of Mayors, heads the special committee set up by the council to conduct the study. The council is the research arm of the National Academy of Sciences.

* * *

Job openings for 1974 college graduates are up about 25 percent over the opportunities that were available to those who completed college in 1973, according to the College Placement Council. Job offers increased most for engineers and accountants.

* * *

Alaska is getting almost $3.6 million from the Manpower Administration to start training its unemployed for jobs building the Alaska pipeline. This money will almost double the Alaska Employment Service's ability to match job applicants with employers' requests for workers. The activities for which the money will be used include classroom vocational training, on-the-job training, counseling and placement, preapprenticeship training, handling additional claims for unemployment insurance, and recruiting Alaskan youth for training in Job Corps centers and placing them in jobs afterward.

* * *

Additions to the growing list of "first women": Susan Harden, first woman to command an all-male unit in the U.S. Army Reserve; Lionne Kim Brown, first woman trader on the Midwest Stock Exchange. First Lieutenant Harden commands the 936th Adjutant General Detachment of Fresno, Calif. Ms. Brown, who is 22, is the third woman member of Chicago's Midwest Exchange, but the first to be an active floor trader.

Almost 2 out of 3--64 percent-- of all poor black families in the Nation in 1972 were headed by a woman, according to the Census Bureau. This was an increase of 8 percent over the comparable figure for 1972. Thirty-three percent of poor white families were headed by a woman in 1972, up 3 percent from the previous year. Families headed by women had lower incomes than families headed by men, the Census Bureau reported, and families headed by black women were at the bottom of the income scale. Of the 6.6 million families headed by women in 1972, 37 percent had incomes of less than $4,000, according to Census figures, compared with 8 percent of the 46.3 million families with husbands and wives.

* * *

Nearly 600 jobless or underemployed persons in 11 States will get on-the-job training as equipment operators or heavy duty mechanics under a $1.3 million Manpower Administration contract with the Operating Engineers union. The union will develop subcontracts among employers with whom it has collective bargaining agreements to train 125 new hires and to upgrade 466 low-skill employees. At least 50 percent of the new openings will be reserved for minorities and Vietnam-era veterans. Starting wages for all participants will range from $4.00 to $8.50 an hour.

* * *

Great Britain is reorganizing and expanding its manpower programs. Responsibility for program and budget planning will be lodged in a new 10-member Manpower Services Commission composed of representatives of labor, management, local authorities, and professional education interests. Job training and placement activities will be carried out by the Employment Service Agency and Training Services Agency. Government funds will replace a portion of the taxes traditionally levied on employers to pay for industry training to meet immediate needs. Direct government training, concerned primarily with meeting changing skill needs in industry and with unemployed and hard-to-place workers, is expected to be provided for about 100,000 persons a year in the late 1970's, about three times the current level.

News&Notes

More than 280,000 jobs were found for welfare recipients during the first 18 months of the revised Work Incentive (WIN) Program. The welfare recipients received jobs between July 1, 1972, when the so-called WIN II Program began, and December 31, 1973. WIN participants are employable persons receiving welfare payments under the Aid to Families with Dependent Children (AFDC) Program. WIN II stresses referral to jobs, rather than training, for participating welfare recipients. Employers who hire WIN participants can receive a 20 percent tax credit on their first-year wages if the employee is kept a second year.

* * *

Welfare recipients in Hawaii have responded in substantial numbers to a call to volunteer their services to the State Department of Social Services and Housing. Volunteers work at such jobs as receptionists, clerks, case or child care aides, groundskeepers, and translators for the islands' large immigrant population. They receive a mileage allowance or bus fare and are given orientation and training. More than $32,000 in salaries was saved through work done by volunteers during the first 5 months of the program, according to the Department of Social Services and Housing. The program has experienced a large turnover because after working as volunteers many of the welfare recipients seek regular jobs.

* * *

The National Association for Retarded Citizens (NARC) has received a $700,000 contract from the Manpower Administration to develop on-the-job training opportunities for almost 1,900 mentally retarded persons in occupations such as nurse aide, child care attendant, park attendant, kitchen helper, and nursery worker. Those who successfully complete the training will be guaranteed employment and will receive the minimum wage or prevailing wage rate, whichever is higher. Prospective trainees will be referred to local State employment service offices by local vocational rehabilitation offices.

* * *

"Widespread, irrational" job discrimination persists against rehabilitated drug addicts although those who have "spent a period of time in treatment are either indistinguishable from or even better than workers with similar capacities," according to a report issued by a New York State commission. To remedy the situation, the Temporary State Commission to Evaluate the Drug Laws called for passage of a State law barring job discrimination against persons who have followed a "bona fide course of treatment" for at least a year and who have been judged capable of working by a physician or the therapeutic director of the treatment program.

Spanish versions are now available of two booklets often used by State employment service offices to help applicants who are being tested. One booklet is for the applicant. It explains why the test is being given, what will be done with the results, and includes hints on taking tests. This booklet uses illustrations and can be used by people who are barely literate. The second booklet is for the person administering the test and is keyed to the illustrated booklet. Both can be used with individuals or groups and can be modified to local conditions. The booklets are available from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402. The booklet for test takers--Ilustraciones Para Orientacion Previa a la Prueba, Catalog No. L.34.8:0R4/2/Spanish/1973--is 70 cents. The instructor's guide--Manual Para Orientacion Previa a la Prueba, Catalog No. L.34.8:0R4/ Spanish/1973--is 30 cents.

* * *

About 2,100 youth from migrant and seasonal farmworker families will have a chance to finish their high school education under the Manpower Administration's High School Equivalency Program (HEP). A total of $2.3 million will fund 13 9-month grants to help youth 17 to 24 years of age pass the General Educational Development (GED) Examination. HEP students will live at the colleges and universities running the projects and will receive intensive tutorial, counseling, and prevocational service. Successful completers of the GED will be placed in permanent jobs, vocational training, or college. HEP has been operating since 1966. In July of 1973, the program was transferred from the Office of Economic Opportunity to the Department of Labor. During the 1973 calendar year, HEP placed 1,152 youth--488 in jobs, 279 in vocational education programs, and 385 in colleges and universities.

* * *

The National Manpower Policy Task Force has urged development of new labor market indices to supplement employment and unemployment statistics. The Task Force said that low wages are as serious a problem as joblessness, and pointed out that official Government statistics almost completely ignore income in measuring work force operations. The relevance of unemployment statistics also has diminished because of the rise in the number of part-time secondary family earners and the growth of income alternatives to work, the Task Force said. The Task Force, a group of academic manpower experts, recommended the introduction of two new indices: One measuring the economic hardship caused by employment and earnings problems; and a second, converting the unemployment rate to a full-time job equivalent by giving less weight to secondary workers seeking only part-time employment.

HIGHLIGHTS OF THE MANPOWER REPORT

Both the civilian labor force and national employment levels have maintained a steady upward trend, in spite of inflation and the energy shortage, according to the 1974 MANPOWER REPORT OF THE PRESIDENT.

Although the labor market was momentarily disrupted by the energy shortage, President Nixon noted in transmitting the Report to Congress that "1973 was a good year for labor." Nearly 86 million people were employed as of December, the President said, and "In the past 2 years alone, the labor force experienced a net increase of over 4.1 million Americans, including significant numbers of women and younger workers."

The President also expressed his conviction that the new Comprehensive Employment and Training Act will make it possible for State and local governments to provide manpower services "more efficiently and more promptly than was possible under the preceding system of federally managed categorical programs."

The 1974 MANPOWER REPORT OF THE PRESIDENT features chapters on: (1) The Employment and Unemployment Record; (2) Manpower Programs: Moving Toward Decentralization; (3) The New Geography of Employment: Migration and the American Worker; (4) Changing Patterns of Occupational Opportunity; (5) WIN II: A Progress Report. For the first time, the volume also includes the Secretary of Labor's report to Congress on the Public Employment Program, and the Secretary of Health, Education, and Welfare's (HEW) annual *Report on Education and Training* under the Manpower Development and Training Act. There are two appendices: The text of the Comprehensive Employment and Training Act of 1973, and an extensive Statistical Appendix. Highlights of the individual chapters and the PEP and HEW reports follow:

The Employment and Unemployment Record

A number of indicators, especially those reflecting accelerated inflation and a small decline in real weekly earnings, established a rather mixed economic pattern for 1973. Moreover, the long-term decline in unemployment rates was temporarily halted late in the year by job losses linked to the energy shortage. In spite of these negative pressures, however, civilian employment rose to a record 84.4 million (on an annual average basis), up by 3.3 percent over 1972's average. Unusually high levels of consumer demand appear to have encouraged much of the employment increase.

The civilian labor force continued the unusually rapid rate of expansion attained in 1972. A net increase of over 2 million labor force members was registered in 1973, matching the growth rate of the year before. Reaching an

average of 88.7 million persons for the year, the labor force passed the 90 million mark in December, partly as a result of successful jobseeking by significant numbers of married women and younger workers.

After averaging 5.6 percent in 1972, the unemployment rate fell to an average of 4.9 percent for 1973, a development with particularly noticeable effects among blue-collar workers and male household heads. The jobless rate bottomed-out at 4.6 percent in October, before the ripple effects of the energy shortage began to make themselves felt. The rate then moved up to 4.8 percent in December and to 5.2 percent in January 1974.

Employment gains were especially visible in the goods-producing sector, which added over 1 million jobs in 1973, or twice the gain posted in 1972—indicating a healthy rebound from the cyclical low of 1971. Strong demand levels encouraged manufacturers to add 890,000 jobs over the year, or double the increase registered in the preceding 12 months. Employment growth in the service-producing sector continued apace at a rate of about 3.6 percent (see chart 1).

Labor productivity advanced by 2.9 percent, down somewhat from 1972 levels and just under the 1950–70 average rate of 3 percent. Average wage gains remained at about the same level as in 1972, but last year's rapid inflationary push meant that the "real" purchasing power of average hourly earnings declined by about 2 percent. For the same reason, real earnings—both hourly and weekly—declined after midyear and fell below late 1972 levels by the end of the fourth quarter.

Manpower Programs: Moving Toward Decentralization

The new Comprehensive Employment and Training Act (CETA) is certain to have a profound impact on the ways manpower services are conveyed to individual recipients. Greatly advancing the Administration's aim of transferring the responsibility and resources for manpower programs to States and localities, the CETA approach is likely to minimize Federal direction of program design and operation.

Under CETA, elected officials will act as prime sponsors of comprehensive manpower programs in their jurisdictions, which may consist of States, cities, counties, or consortia of jurisdictions. The mix of manpower services to be made available in each area will reflect the decisions of prime sponsors who are authorized to provide a full range of such services, including transitional public service employment. CETA's title II also provides special funding for areas where unemployment has been 6½ percent or higher for 3 consecutive months.

Prime sponsors are to establish planning councils representing clients, local community organizations, the employment service, education and training agencies, business, labor, and (where appropriate) agriculture. The councils will advise prime sponsors on program goals and will help to monitor and evaluate program activities. An annual comprehensive manpower plan must be submitted to the Secretary of Labor by each prime sponsor.

While CETA was in the drafting stage, a decade-long uptrend in manpower program enrollments came to a halt. After reaching 3.3 million a year earlier, new enrollments fell to 2.9 million in fiscal year 1973. The drop in enrollments was particularly apparent in the Neighborhood Youth Corps (NYC) in-school and summer programs, the Job Opportunities in the Business Sector (JOBS) Program, Public Service Careers (PSC), and the Public Employment Program (PEP). On the other hand, the Work Incentive (WIN) Program, NYC out-of-school program, Operation Mainstream, Veterans Administration manpower programs, and HEW vocational rehabilitation programs all registered increases.

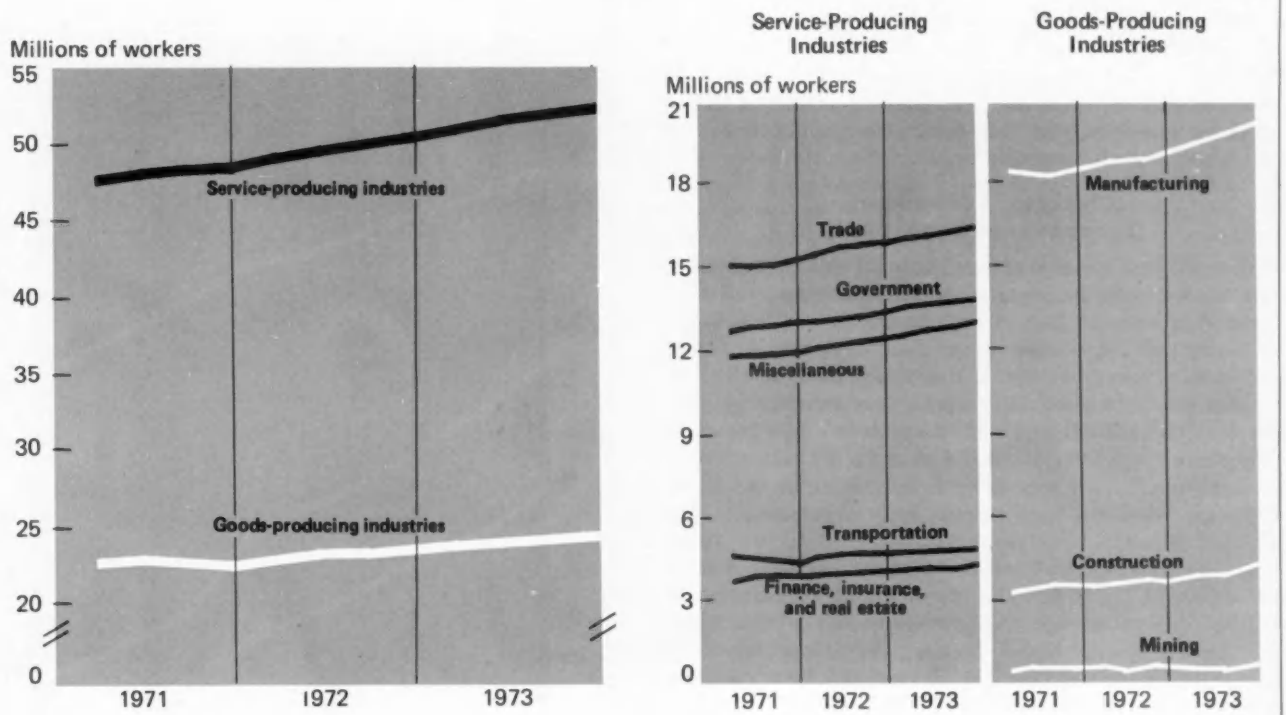
The New Geography of Employment: Migration and the American Worker

Internal migration continues to exert an important influence on economic conditions in individual regions and communities by raising skill levels and lowering the median age of the labor force in areas attractive to in-migrants. During the 1960's, this process was especially apparent in the South, which experienced significant in-migration (for the first time in this century) in the form of an influx of white workers with relatively high skills. In the same 10-year span, the West continued to gain population through migration and the Northeast continued to attract blacks from the South, while the Midwest lost members of its population to other States.

In addition, net in-migration was an important source of metropolitan population increase, primarily in the South and West. In all regions except the South, migration of minority-group members constituted a large component of metropolitan increase. At the same time, there was a net outmigration of whites from metropolitan areas in the northeast and north central regions.

CHART 1

Employment in service-producing jobs continued its strong upward trend, while goods-producing jobs increased steadily in 1973.



Source: U.S. Department of Labor.

This complex movement of different populations into and out of metropolitan areas and their adjacent communities underscores the significance of two relatively new developments: (1) Movement toward the suburban fringe and beyond has accelerated the suburbanization of local labor markets. By 1970, 72 percent of employed suburban residents in the 15 largest standard metropolitan statistical areas (SMSA's) worked in the suburbs—and the rate of growth of suburban labor markets indicates that they are absorbing most of the new job opportunities in metropolitan areas; (2) there is some evidence that metropolitan growth may have slowed considerably, especially in the largest agglomerations, as more urban residents move beyond the suburban fringe and as the metropolitan birth rate continues to decline.

A question frequently raised in recent years concerns the extent to which in-migration of blacks from the South has accentuated urban problems in the North, especially unemployment, poverty, and welfare dependency. Evidence from the 1970 census strongly suggests that southern black

in-migrants have not contributed disproportionately, in comparison to northern-born blacks, to the number of people unemployed or living in poverty. On the contrary, there are many indications that northern-born blacks are more likely to be unemployed or out of the labor force—indicating that, in some ways, growing up in the big cities has come to be the handicap for blacks that birth in the rural South often is alleged to be.

Changing Patterns of Occupational Opportunity

Current labor force and occupational projections (see chart 2) offer some evidence of the possible imminence of a "promotion squeeze" in the labor market—as the large well-educated baby-boom generation attempts to move beyond the lower echelons of the occupational ladder; as the younger, better educated members of minority groups seek the job opportunities that were denied their parents; and as more women become full-time career workers. At the same time, there are some indications that the labor supply for many low-wage occupations may decline in the years just ahead.

Any such projections must be carefully qualified. Historical experience indicates that the national economy may well be resilient enough to accommodate intensified pressures toward upward mobility among skilled workers while compensating for shortages of lower wage labor through technological innovation and the relative ease of interindustry movement among less skilled workers. Despite these uncertainties, however, there is still some reason to believe that relatively well-educated workers (especially those with specialized technical training) who are at the beginning of their prime working years may have to be more adaptable—and perhaps more patient—than their immediate predecessors.

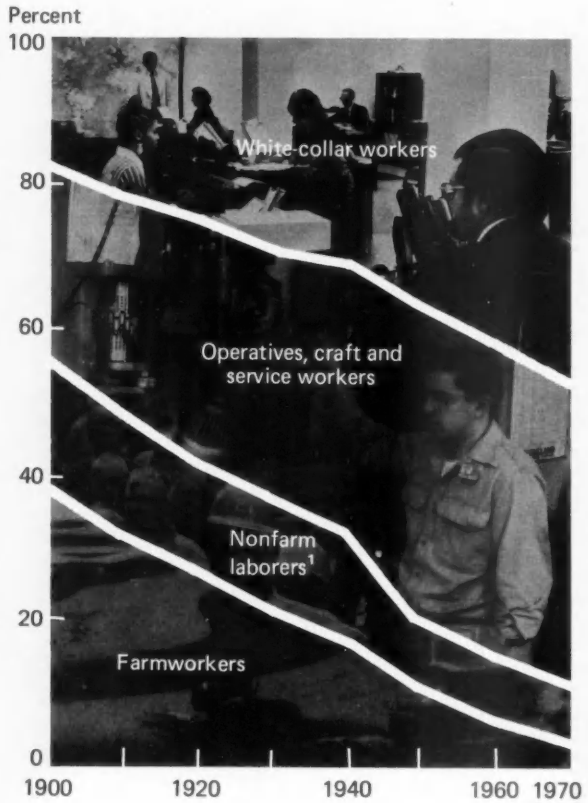
WIN II: A Progress Report

Implementation of 1971 amendments to the Social Security Act has resulted in a significant overhaul of the Work Incentive (WIN) Program, which now emphasizes job placement somewhat more than job preparation (see chart 3). Fiscal 1973 was a year of accelerating registration and screening activity in WIN II, accompanied by administrative innovations aimed at better coordination between the Departments of Labor and Health, Education, and Welfare.

Research findings of several dozen studies focused on

CHART 2

The projected increase in the percentage of white-collar workers will continue a longstanding labor force trend.



[1]Includes private household workers.

Source: U.S. Department of Labor and U.S. Department of Commerce.

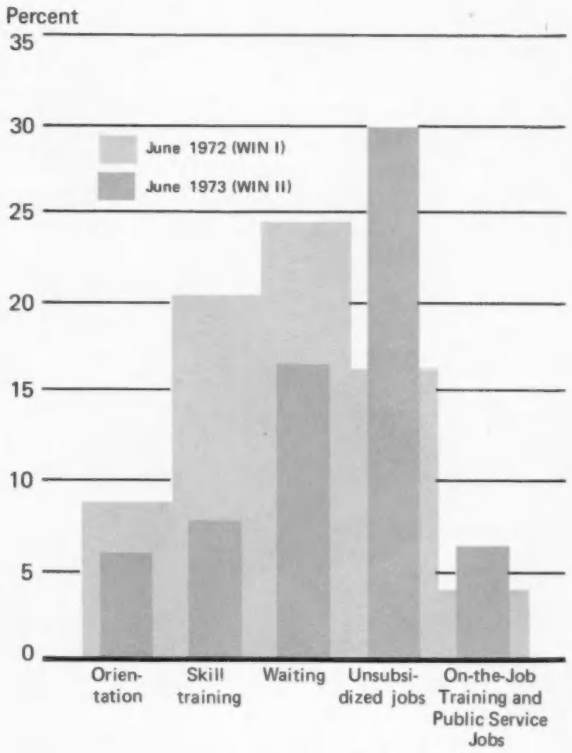
WIN I lend support to the conclusion that the poor generally have a high regard for the work ethic and that the work attitudes and aspirations of the working and nonworking poor are virtually indistinguishable.

The Public Employment Program in 1973

At a cost of about $2.25 billion, the Public Employment Program (PEP) produced some inroads on unemployment, especially in areas where the jobless rate was 6 percent or more, while State and local governments gained valuable

CHART 3

The proportion of WIN participants in unsubsidized jobs nearly doubled in a year.



Note: Percentages do not add to 100 because only major program components are included. Not shown are classroom training (other than skill training), work experience, and training and employment programs not funded under WIN.

Source: U.S. Department of Labor.

experience in designing and running manpower programs. PEP has been given generally high marks for speedy implementation, for largely effective coordination of the many participating agencies, for the real benefits obtained by participants, and for its compatibility with widely diverging community needs.

Education and Training: Progress in 1973

The 12th annual manpower report of the Secretary of Health, Education, and Welfare stresses the contributions institutional training has made to educational and vocational communities, and to prime sponsors under the Comprehensive Employment and Training Act of 1973. The report includes five chapters: (1) Program Accountability Approaches; (2) Educational Counseling; (3) Inter- and Intra-agency Cooperation; (4) Community Educational Resources; (5) Profile of MDTA Institutional Trainees. Brief summaries of the chapters follow:

Program Accountability Approaches—Workable and realistic guides to program accountability are examined. A main objective has been to help develop material which will permit the evaluation and improvement of program administration, instruction, counseling, and validity. Recent innovation-competency-based training and counseling demands the development of training objectives and competencies, plans, and individual evaluation. A major system for program improvement and accountability provides technical assistance to institutional Manpower Development and Training Act (MDTA) programs through eight Area Manpower Institutes for the Development of Staff.

A research-related evaluation of a psychometric instrument, the Vocational Opinion Index, is a potentially valuable instrument for coping with high dropout and poor placement and retention rates. A study of the effects of language and culture on teaching and learning efficacy has much potential value to CETA operations.

Inter- and Intra-agency Cooperation—Institutional MDTA resources have been applied as a catalyst where education and training can be used effectively in such nationally important fields as the environment; the Transition Program to prepare soon-to-be discharged servicemen for civilian jobs; railroad employment operations with AMTRAK; barriers to employment of minority group members; unions; and employment and problems of recidivism among former prison inmates and inmate trainees.

Educational Community Resources—Another major effort of the Office of Education was aimed at enhancing involvement of educational agencies in postsecondary education and training activities, including MDTA programs of this kind. Results of the year's activities indicate that such institutions may be signally involved in CETA-associated programs.

Profile of MDTA Institutional Trainees—This final chapter reviews and briefly analyzes the characteristics of trainees and the kinds of institutional training carried out in 1973 and assesses the statistical changes and progression from earlier years. □

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LINKING LIFE WITH ACADEME

by Emil Michael Aun

Urban Corps Places College Students in City Jobs Related to Their Studies

Last summer in New York, a man came to the city's Department of Investigations with a complaint. Twice he had been low bidder on a city contract for furniture. Twice the agency involved, instead of giving him the contracts, asked for new bids. On the third try, he lost out to a lower bidder who was awarded the contract.

Corruption? Fortunately, no. It turned out to be an annoying but innocent bureaucratic snarl that resulted in frequent specification changes that made rebidding necessary. But before the department could give the agency a clean bill of health, its attorneys had to talk to the people involved and examine all the records—a time-consuming process.

The man who handled the details of the investigation was Mauro Casci, 23, a law student and a member of New York's Urban Corps. For 8 years now, the Corps has enabled college students like Casci to help the city improve service to citizens. The students get valuable experience in professions related to their school majors, earn money to help meet their expenses, and sometimes receive college credit for their work.

During the academic year, the students, who attend college in the New York area, work up to 15 hours a week. In the summer, they work 35 hours a week for 10 weeks. The summer program also enrolls students from colleges throughout the country who are spending their summers in New York. Pay ranges from $2.25 an hour for freshmen to $3.25 for graduate students.

The Urban Corps began in New York in 1966 as an effort by the mayor's office to end the growing estrangement between the city and the academic community, particularly students. Now it has spread to 50 other cities across the Nation.

From a few hundred students in its first year, the New York program has grown to where it places up to 7,000 students each year from 170 colleges in a variety of intern-style jobs in 125 city agencies. Some 20,000 students have been placed to date.

The city pays 20 percent of their salaries. The rest comes from the U.S. Office of Education's work-study program, which gives money to colleges and universities to provide part-time work and income to needy students. Most of these students work on campus in such jobs as library or laboratory aides. But many colleges find it more helpful to the students to place them in city jobs through Urban Corps.

Campus Jobs Lack Variety

"We feel it's important for students to have work related to their course of study," said Carol Foster, assistant director of financial aid for New York University in Manhattan, which annually places about 10 percent of its 500 work-study students in Urban Corps. "We don't have enough variety on campus. The Corps offers the student a selection of city jobs in everything from legal work to health to public administration—you name it."

Casci, now in his second year at New York University's Law School, had many choices when, about to be married and needing a summer job, he signed up for the Corps a year ago. He chose the Department of Investigations over law work openings in the Corporation Counsel's office and the city's Division of Contracts because of his interest in criminal work. The Department of Investigation's mandate is to seek out and prosecute corruption in every department of city government.

"The work was pretty much what all the other attorneys in the department do," he said. "I was doing things like constructing evidence charts, investigating, and preparing research reports."

Casci was one of 130 students hired—and one of 10 by the Department of Investigations—and selected to participate in a special city government summer management internship program administered by the Urban Corps. But his interest, unlike his job, did not end with the coming of autumn. He accepted an invitation to attend the department's Christmas party, made a good impression on everyone all over again, and was rehired under the department's own management intern program. Now, each Monday and Tuesday he leaves class at 1 p.m., catches the subway to his job, works from 1:30 to 5:30 and then rides the subway back to school in time for an evening class. On Friday he puts in a full 8-hour day. His pay is $3.50 an hour.

"The Urban Corps is a good program but your success depends on where you work," said Casci. "When I came to this job, Tom Roche (the department's counsel and his work supervisor), the assistant commissioner, and the commissioner each talked to me for a half hour. I felt that with all these busy men taking so much time to orient me and to get my opinions—well, this was a place I wanted to work. With some Corpsmen, their work supervisors treat them just like clericals."

For some agencies, Urban Corps participants are a pleasant luxury. This cannot be said for Coney Island Hospital, however, where staff performance

Michael Aun is associate editor of MANPOWER.

New York City youngsters tug away in a street games program under the guidance of an Urban Corps Worker

LINKING LIFE WITH ACADEME

is often a life-and-death matter. The hospital uses up to 80 Urban Corps participants during the academic year and even more in the summer. "We have a responsibility each day to 2,500 patients," said Annie Davidson, who as assistant to the personnel director coordinates the hospital's Urban Corps program. "If it weren't for the interns we would have to eliminate or curtail some services. Take the emergency room. Some of the Urban Corps people are bilingual so we have them translate for patients who have trouble following instructions given in English."

Students can be found in every department of the hospital, including administration, nuclear medicine, anesthesiology, psychiatry, and the emergency room. Some tutor children in the learning disabilities clinic. Others do psychiatric research. Nursing students from Hunter College and from Kingsborough, Staten Island, and Manhattan Community Colleges, work as assistants to nurses and to nurse aides. Medical students help physicians. Dental students assist in the oral surgery clinic.

"They get practical experience they couldn't possibly get anywhere else, but it's not a freebie," said Frederick Kramarow, director of personnel and labor relations at the hospital. "We work them and work them hard. They're getting paid not just to learn but to do. When they're ready to move on, they'll walk away from this hospital with the kinds of experience they would never get from a textbook."

Because the hospital always has "more work than we could possibly handle," Kramarow regards the Urban Corps as "one of the best things that ever happened to the hospital." But he cautions that success in using the youngsters' services is not automatic. Any agency entering the program on a large scale must devote some real effort to teaching its professionals and its Urban Corps interns what to expect of each other.

One of Urban Corps' goals is to attract college men and women to public service. Coney Island Hospital has successfully recruited many of the nursing students. Now the hospital is trying hard to capture other professionals.

One it has recruited is Vincent Guiseppone, 29, who joined Urban Corps and was assigned to the hospital in February 1973. He worked 15 hours weekly in the emergency room until his graduation in June from New York's Baruch College with a degree in public administration. When the hospital had an opening in September, he took it, and he is now an administrative officer in the emergency room. One of his main duties is to get people hospitalized. When the 540 beds at Coney Island are filled—and they often are—he calls other Brooklyn hospitals to handle the overflow.

"What happens if you can't find a bed anywhere?"

"We find," he said.

His starting pay of $9,400 was boosted to $11,200 in January. "I'm very happy with the position," he said.

Colleges Sign Contracts

The New York Urban Corps is operated by a full-time staff of 18 aided by 30 part-time Urban Corps interns. Like the students they serve, they are young. Director Pamela Gwynn is 30, and nearly every other member of the staff is younger. Three are former Urban Corps participants.

Through letters and personal visits, the staff contacts colleges throughout the country interested in channeling students into the Corps. The colleges sign 1-year contracts agreeing to pay 80 percent of student salaries with work-study funds.

Each city agency using these students assigns a staff member to work with Urban Corps coordinators in doing job development. The agency submits a request form for each open-

Urban Corps work assignments in New York take students into the city's streets, jails, classrooms, museums, and laboratories.

LINKING LIFE WITH ACADEME

ing, telling the kind of work, the skills required, the hours, and all other details.

This request form guides the Urban Corps in placing students in jobs for which they are best qualified. The goal is to have twice as many jobs available as applicants so students will have a selection and can be readily transferred in case a job doesn't work out. At present, the Corps has three times as many jobs as students.

Students learn about the Corps by word of mouth, bulletin board announcements, and through their colleges' financial aid offices. Those interested fill out applications made available by the college and forwarded to the Corps. On the application they indicate which of New York's five boroughs they prefer. They are then assigned to the Urban Corps coordinator responsible for placement in the boroughs they select. To assure that proposed placements are mutually agreeable, students are interviewed by their prospective supervisors at the worksite before job assignments are made final.

A kind of natural distribution resulting from the different career interests of the students and the different boroughs they select prevents too many of them from winding up in a single agency.

After a relatively slow start, women, blacks, and other minorities are now getting a substantial share of the openings—a trend that has paralleled a similar increase in the enrollment of minorities in area colleges. In 1966, Urban Corps enrollment was 33 percent women, 13 percent black, 2 percent Hispanic, and 2 percent Oriental. Last summer, women made up 40 percent of enrollment, blacks 38 percent, Hispanics 17 percent, and Orientals 6.5 percent.

Vincent Guiseppone (right), emergency room administrative officer at Coney Island Hospital, gets some information from a patient while she is being examined by Dr. Mohammed Zarrabi. Guiseppone started at the hospital as a part-time Urban Corps worker.

Yeshiva University Corpsman Uziel Weintraub is assigned to the business office at Coney Island Hospital.

Law student Mauro Casci was hired by the New York City Department of Investigations for a part-time job after first working there as an Urban Corps intern.

Urban Corps was designed to give work and pay to needy students. This is still one of its principal purposes and needy students still account for the overwhelming majority of enrollees. But in the past year or two the program has branched out.

With $246,000 in Federal funds from ACTION, the Federal volunteer coordinating agency, two new efforts, the Consumer Advocates Program (CAP) and the Mobilization for Adolescent Student Health (MASH), have been launched. CAP and MASH interns—a total of 30—earn a year of academic credit and receive a living allowance of $2,000 for a year of in-service training. CAP students man a neighborhood consumer complaint center in Brooklyn and one in the Bronx. They look for false advertising, inaccurate pricing, and unfair collection practices. They are empowered by the Department of Consumer Affairs to issue tickets for violations of the Consumer Protection Law. Under the supervision of an attorney, they may investigate offending businesses, and either persuade them to stop and make restitution, or they may initiate legal action.

Health Services Studied

Under MASH, students work in district health centers in low-income neighborhoods to foster an increased awareness of health among adolescents. They study the health care services for adolescents in the district and devise ways to improve delivery of health services. MASH internships are limited to students majoring in health or related fields.

The Corps also is developing a more varied credit internship program that will permit students to work part time and full time in city agencies for up to a year, not for money, but for college credits. The Corps would deal not with the college financial aid office but with the students' professors.

The program already has been tried out on a limited scale with a few students. Guiseppone, for example, worked at Coney Island Hospital last spring not for pay but for full credit in a course called "Field Work in Public Administration."

Whichever direction the Corps takes in the future, it apparently has taught the public agencies the value of using part-time student help. And the students have come to understand that the purpose of government is to serve human needs.

"This infusion of young people into government is critical," said Nicholas Scoppetta, commissioner of the Department of Investigations. "You read so much about the lack of confidence people have in their public officials. This is another way to deal with it, to restore public confidence in government. We can make speeches but they're not as effective as day-to-day experience.

"Some of these students will come to work for the city government, but even those who don't will have some affirmative things to say about public service. This is especially important in law enforcement where the public depends on you to rectify injustice—or even to correct inconveniences caused by lack of service. Citizens come in with complaints about their landlords or about water being cut off, and often a letter from us to the proper agency and a followup makes all the difference in the world. It's important for young people to see there can be real concern on the part of a government agency to improve the quality of life for large communities." □

Book Reviews

Capital Theory Devalued

Low Wages and the Working Poor

by Barry Bluestone, William M. Murphy, and Mary Stevenson

Institute of Labor and Industrial Relations, University of Michigan-Wayne State University, Ann Arbor, Mich., 1973. 215 pages, $9.95 ($4.95 in paperback).

The authors set out to investigate the factors associated with low wages among full-time, full-year workers. Unlike similar studies, however, they focus on how little, rather than how much, of the differences between workers' wages is due to education and other individual attributes.

Their data source is the 1967 Survey of Economic Opportunity, which amassed great detail on a nationwide sample of 57,000 adults. The authors' "full-time full-year" and "low-wage" criteria were met by nearly 14,000 of these persons, including about one-fifth of the white men surveyed, half of the black men, three-fifths of the white women, and three-quarters of the black women.

To set the stage, the authors survey Federal antipoverty policies of the 1960's and critique the dominant labor market theories of the past quarter century. Then they sketch the dimensions of the problem of the working poor and low-wage workers—who are not always the same—and outline the characteristics of the overall poverty population.

The heart of the book—85 pages—is devoted to a detailed and imaginative use of the 1967 survey data. First, the authors analyze the effect on wages of education by itself. Then they consider occupation and industry, initially alone and then in relation to education. These three chapters are especially illuminating. Finally, geographical location, migration between regions, and health are addressed. The general approach is to consider both differences in average wages and percent of low-wage workers for each variable and to compare four groups—white men, black men, white women, and black women.

The authors conclude with a summary of major findings, a statement of policy implications, one appendix which provides 48 pages of additional tables, and another appendix which discusses definitions and data sources.

According to the authors' analysis, differences in formal schooling account for only about 30 percent of the wage differences between white men and black men, virtually none of the differences between white men and white women, and only 14 percent of the differences between white men and black women. Instead, they conclude, a worker's wage rate is more dependent on industry and occupation than on education, migration, or health. Thus, this study is another attack on the "human capital" theory of labor markets—the favorite of many economists during the past dozen years—which holds that earnings essentially reflect individual productivity, which in turn depends on education, training, location, and other individual characteristics.

Because the findings attack so cherished a notion, and one which has been used to justify manpower training programs, this book is likely to receive careful scrutiny from experts on labor economics and manpower programs. They will be justified in noting that: (1) The analysis does not explicitly consider age, work experience, quality (rather than quantity) of education, presence and work effort of other family members, and other factors which may have considerable explanatory value; (2) the explanations of some patterns do not appear to be well supported; and (3) the data are more than half a dozen years old and may not represent current reality. Nonetheless, these problems do not obscure the importance of this contribution to our understanding of the determinants of wages.

Today's manpower researchers and policymakers are fortunate to have such in-depth data sources as the 1967 survey, funded by the Office of Economic Opportunity, and the even more ambitious National Longitudinal (Parnes) Surveys, funded by the Manpower Administration. Data of this scope are essential to analyses like *Low Wages and the Working Poor*, which also was supported by funds from the Manpower Administration. The continued availability of current data along similar lines is essential to effective research and policy formulation in the latter half of this decade.

David Marwick

Little New Light

The Working Poor

by Dennis Sobin

Kennikat Press, Port Washington, N.Y., 1973. 167 pages, $8.95.

This book deals with the plight of the millions of Americans who toil in dead end, low paying jobs. Essentially a long essay unencumbered by data or technical analysis, the book summarizes the conclusions of a number of other studies and makes some reference to a survey done by the author of 108 black workers employed as professional aides or in jobs with more limited opportunities.

The importance of work in our society is first discussed, and then the features of unskilled jobs. The social, economic, and political problems of blacks are reviewed relating the lack of personal motivation or political participation among low-income blacks to the deadening quality of available jobs, and attributing the urban riots of the late 1960's to the failings of the economic system. The author concludes by arguing for more upgrading programs, greater efforts to combat discrimination, changes in the welfare system, and increased social consciousness among private employers.

The subject matter of this book is vital. In 1972 there were 2.1 million family heads and 240,000 other individuals who had only themselves to support whose earnings were below the poverty level despite full-time, full-year employment. Another 2.7 million family heads and 1 million other individuals had poverty-level earnings because of low wages combined with intermittent employment. The number of household heads who worked but failed to earn more than poverty-level income was more than three times the number of unemployed household heads on the average during the year.

Unfortunately, Sobin's essay sheds little new light on the broader problems of this group or on the plight of the individuals involved. There is no sense of scale or scope. For instance, he fails to point out that less than a fourth of the fully employed family heads earning poverty-level wages in 1972 were black, and less than half of these blacks were central city or ghetto residents. By focusing on riots, racial problems, and ghetto pathologies. *The Working Poor* misses a large part of the problem.

Within its limited scope, the book fails to discuss such crucial issues as falling labor force participation rates among black males, wage and occupational changes among blacks of both sexes, national opinion surveys on job satisfaction, or many other vital pieces of information. And while Sobin alludes to a sample survey, he never uses this to analyze critical issues such as the interrelationships between family stability and low wages, work incentives under welfare, health problems connected with low-wage jobs, the role of illicit activities, or the attitudinal impacts of work in dead end jobs.

Finally, the book's policy recommendations draw almost nothing from experiences in the manpower field, with little analysis of New Careers projects and none of the Public Employment or Job Opportunities in the Business Sector programs.

Robert Taggart

The Reviewers

David Marwick is a management analyst in the Manpower and Welfare Division of the U.S. General Accounting Office.

Robert Taggart is executive director of the National Manpower Policy Task Force.

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R&D Reports

Following is a selected list of reports on research and development projects funded by the Manpower Administration. Unless otherwise indicated, paper copies of reports are available from the National Technical Information Service (NTIS), Springfield Va. 22151 for the price given in the individual listing; microfiche copies are $1.45. Send remittance with order and specify accession number (PB plus following number). Special arrangements usually may be made for bulk orders.

Project VEHTS (Versatile Employment of Health-Trained Servicemen)

Project sought to assist civilian hospitals in hiring and retaining military-trained medical personnel. NTIS (PB 227717/AS). $4.75.

Medical Veteran Utilization Manual

Manual for policymakers, administrators, and personnel officers in hospitals and other health facilities interested in recruiting and hiring medically trained veterans of the Armed Forces. (A distillation of experiences growing out of the above report). NTIS (PB 227902). $3.25.

Essays on Public Employment Programs in Rural Areas

Examines traditional characteristics of rural areas and their past experiences with manpower programs. Short volume of papers analyzing the particular problems of the Public Employment Program (PEP) in rural areas, by members of the Rural Manpower Policy Research Consortium, an eight-member panel of well known academic researchers in the field of rural manpower activities. NTIS (PB 226488/AS). $3.75.

Health and Nutritional Status of Working and Non-Working Mothers in Poverty Groups

Study examines the health and nutritional status of low-income women to identify problems interfering with their employment. NTIS (PB 226821/AS). $6.25.

Labor Market Experience for Engineers During Periods of Changing Demand

A synthesis-analysis or pull-together of the results of a decade of Manpower Administration-sponsored research and development examines the experiences of engineers from recruitment to layoff, job search, and reemployment. NTIS (PB 227220/AS). $4.75.

Public Service Jobs and Transitional Employment: An Analysis of the Vermont Experimental and Demonstration Project

Analysis of the data from a 3-year project which used subsidized public service employment to provide transitional work experience for low-income unemployed and welfare recipients. Available from Division of Research and Development Utilization, Office of Research and Development, Manpower Administration, Room 9112, 601 D St. NW., Washington, D.C. 20213.

Rural Women Workers in the 20th Century: An Annotated Bibliography

A 63-page annotated bibliography produced at Michigan State University, dedicated to rural women workers and their roles during the 20th century, covering both nonfarm and farm-related issues. The first section deals with preparation for work; and the second section with work itself. NTIS (PB 226487). $3.50.

The Experimental Manpower Laboratory for Corrections: Phase IV Interim Final Report

Describes the development of three models, each a separate research effort, based on experience gained in studies made at the Draper Correctional Center in Alabama: (1) behavioral management in a juvenile institution, at the Alabama Industrial School for delinquent male youth; (2) community treatment of youthful offenders on probation and parole, at the University of Alabama Campus at Tuscaloosa; and (3) a model for assessing correctional work-release programs. Available from Division of Research and Development Utilization, Office of Research and Development, Manpower Administration, Room 9112, 601 D St. NW. Washington, D.C. 20213.

Job Analysis for Human Resource Management: A Review of Selected Research and Development

Describes various job analysis techniques and some of their applications for practitioners in manpower programs and personnel offices. Available from Division of Research and Development Utilization, Office of Research and Development, Manpower Administration, Room 9112, 601 D St. NW., Washington, D.C. 20213.

The Transition From High School to Work: The Work Attitudes and Early Occupational Experiences of Young Men

Study by the Institute for Social Research of the University of Michigan of the factors which determine success in finding a job after completing high school and why some youth find higher status and higher paying jobs than others. NTIS (PB 225938). $4.75.

Women in Apprenticeship: Why Not?

Examination of the progress and shortcomings of a Wisconsin-based effort to make more acceptable and normal the entrance of women into the skilled apprenticeable trades. NTIS (PB 227727/AS). $6.

Years for Decision: A Longitudinal Study of the Educational and Labor Market Experience of Young Women Volume III

Third progress report on a Manpower Administration 5-year longitudinal study of the labor market experience of a national sample of young women 14 to 24 years of age. Summarizes some of the information yielded by the third round of interviews conducted during the first quarter of 1970. The focus is on the magnitude and patterns of change over the first 3 years of the study in the educational and occupational aspirations of the young women, in their labor force and employment status, and in their affiliations with particular firms. NTIS (PB 220735). $3.

Job Satisfaction: Is There a Trend?

Review of some of the major research on job satisfaction that has been conducted over the past 40 years, dealing with the following: National trends; demographic and occupational distribution; motivational assumptions about what Americans look for in their jobs; implications of job satisfaction or dissatisfaction for workers, employers, and society at large; and experiments to improve working conditions. Available from Superintendent of Documents, Government Printing Office, Washington, D.C. 20402. Specify Manpower Research Monograph No. 30. 95 cents.

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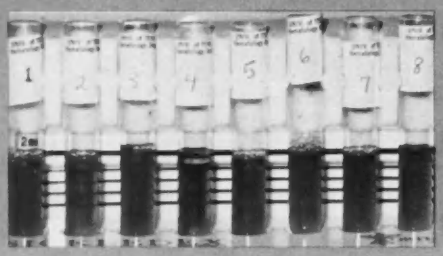

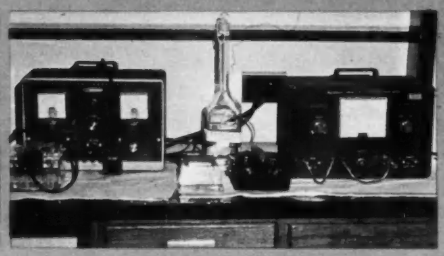

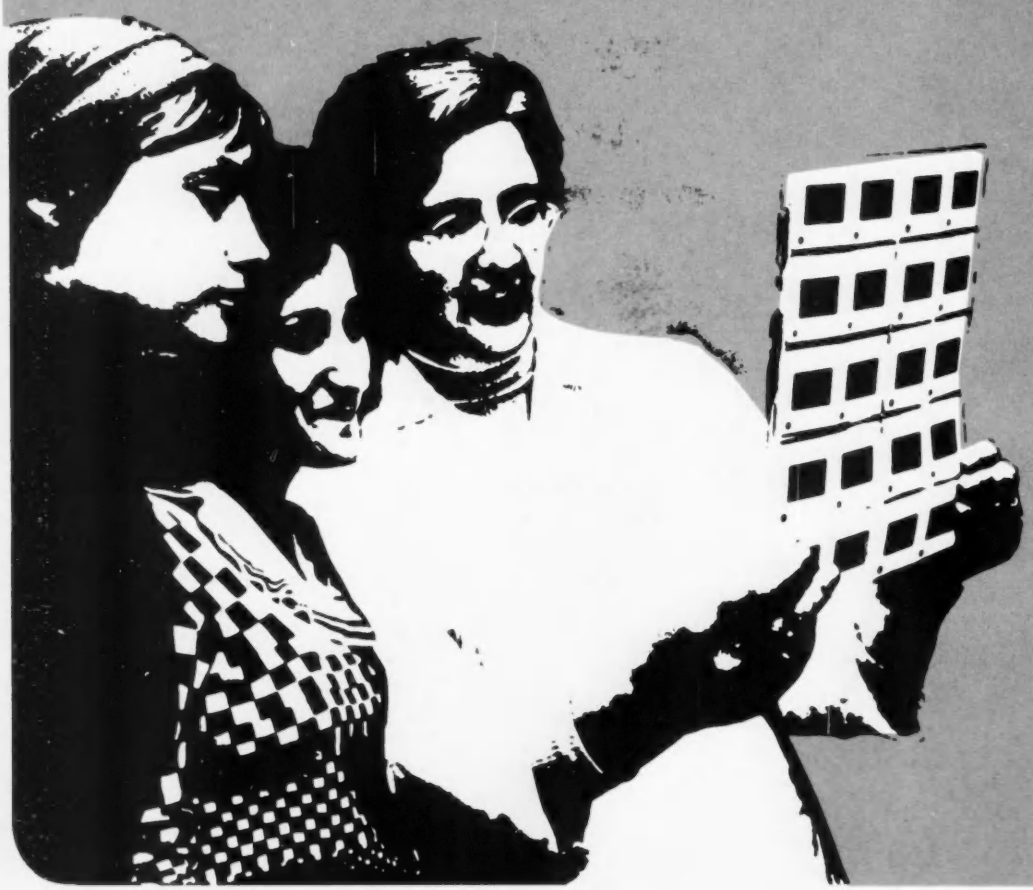

What are some of the telltale signs of sickle cell disease? Medical technicians throughout the Nation are finding out with the help of a package of audiovisual training materials that employs a variety of self-study learning techniques. There's a report on this new way of *Boning Up in the Medical Laboratory* in this issue of MANPOWER.